

APPENDIX B: Community Goals and Findings

The Human Services Department, along with United Way and King County, has adopted a common set of community goals. These goals are as follows:

1. Food to eat and a roof overhead
2. Supportive relationships within families, neighborhoods and communities
3. A safe haven from all forms of violence and abuse
4. Health care to be as physically and mentally fit as possible
5. Education and job skills to lead an independent life
6. Equal access to high quality, culturally competent services

For each community goal, the sections that follow describe:

- Key strategies for accomplishing goals
- Community indicators that we aim to influence
- Community findings that provide a foundation for our work to address needs, build upon assets, and influence community conditions
- A description of our initiatives or systems change efforts. These efforts are especially critical because we aim not only to provide services, but also to re-shape the very conditions that create the need for services
- A brief description of future directions

GOAL 1: FOOD TO EAT AND A ROOF OVERHEAD

Food and shelter are necessary to move people toward stability and independence. The Department develops programs and systems to prevent homelessness and to connect people in crisis to services that promote transition back to economic self-sufficiency or independence in the community. We support strategies that reduce immediate human suffering, transition people to long-term success and independence, and ensure public health and safety.

Key Strategies

- **Prevent homelessness** through housing stability programs such as rental, legal and utility assistance
- **Meet immediate housing, self care and survival needs** to transition people to independence or economic success through services such as shelters, hygiene centers, and case management
- **Reduce homelessness** through transitional and permanent housing programs
- **Mitigate food insecurity, poor nutrition and hunger** through supplemental and emergency food programs

Community Indicators

- People have adequate food
- People have the resources to afford housing

Community Findings

- *Communities Count 2002* reports that within King County 5% of the population states they do not have enough food (at least 27,000 Seattle residents). More than one-third of those served by Seattle food banks were children 18 years and younger. An emerging generation of scientific evidence demonstrates a direct link between inadequate food and poor child development outcomes.
- During the *2002 One-Night Count*, 2,040 individuals were found unsheltered and on the streets, a 22% increase over 2001. On the same night, an additional 4,675 people used shelters and transitional housing and services. Homelessness – and the reasons for it if left unchecked – seriously impact both the individuals who are homeless and the larger community. National studies report the cost of homelessness to be greater than the cost of housingⁱ.

- The Crisis Clinic received 7,682 calls for emergency shelter assistance during the first ten months of 2002. Another 12,177 calls were for eviction prevention, mortgage assistance and help finding affordable permanent housing.

Initiatives / Catalysts for Change

These initiatives call for sustainable changes to the underlying systems that create and perpetuate homelessness:

- **The Committee to End Homelessness**, a broad-based partnership supported by the department, represents stakeholders that have a role in preventing and intervening in homelessness: providers, United Way of Seattle-King County, Seattle King County Coalition for the Homelessness, King County, suburban cities and community advocates. Together, the partners are developing a unified county-wide strategy to end homelessness.
- **Safe Harbors**, a joint initiative of the City of Seattle, King County and United Way of King County, is designing and implementing an outcome based homeless management information system to facilitate timely, efficient and effective access to services and support for homeless people in Seattle and King County.

The Department also plays a role in developing culturally relevant and competent services. Because a disproportionate number of people of color are homeless, we engage communities of color impacted by homelessness in planning and developing services and strengthening outreach to ethnic organizations.

Culturally appropriate services are critical to ensure that people – especially Seattle’s diverse immigrant and refugee senior population – meet their nutritional needs. City General Funds supplement state and federally funded senior food programs.

Future Work

The Department is strengthening the connection between crisis services and services that move people toward economic success and independence. We pair human service funding with other critical services, such as mental health, employment and education services. Our Emergency Rent Assistance Program promotes a service model that encourages the use of rental assistance for people who participate in programs that lead to stability and independence.

GOAL 2: SUPPORTIVE RELATIONSHIPS WITHIN FAMILIES, NEIGHBORHOODS AND COMMUNITIES

The Department invests in a continuum of services that help children and youth attain a sound education and training for adult life; assist parents and families in providing economically stable, safe and nurturing home environments; and strengthen community, provider and system supports. HSD supports children and families across all age groups because we recognize that raising healthy, capable children is a developmental process fraught with challenges. We strive for maximum return on our investments by focusing services on the low-income and communities of color who are most negatively impacted within our economic, educational and justice systems.

Key Strategies

- **Strengthen child development and early learning** to prepare children for school
- **Develop youth assets** to improve academic success and job skill / career exploration that create successful transitions to adulthood
- **Support families** by enhancing parenting / family management support for children's learning
- **Build connections between residents and their communities** to influence positive outcomes for children, youth, adults and families
- **Provide interventions to juvenile delinquency, homelessness and poor academic performance** that can decrease racial disproportionality in both juvenile justice and education
- **Collaborate across systems** to ensure coordinated and effective community-wide support for children, youth and families

Community Indicators

- *Increased access to quality affordable early childhood development programs*
- Increased academic achievement and high school completion rates for students of color and low-income students
- Reduced juvenile delinquency and youth violence
- Increased youth asset and leadership development
- Increased strong and resilient families
- Stronger communities / neighborhoods that support the positive growth of children and youth

Community Findings

HSD services and initiatives are designed to address key community needs:

- Nearly 20% of Seattle's children live in families with incomes below 185% of the poverty level (16,947 families). Given the current economic environment, we can expect these numbers to rise.
- Students of color score disproportionately lower on WASL tests than White students and are 1½ to 2½ times more likely to drop out of school.
- Youth of color as a whole are three times as likely to be incarcerated for juvenile offenses as White youth.
- Family management was identified as a significant risk factor in a *Communities that Care* survey of 6th, 8th, 10th and 12th graders in the Seattle School District.
- *The Search Institute Survey* indicated that for Seattle youth, only 22% report positive communication with parents, 38% report clear parental rules and monitoring, 22% acknowledge parents as positive role models, 28% experience a caring neighborhood, and 14% perceive that adults in the community value youth. Seattle youth have an average of only 16.9 of the 40 developmental assets considered key to young people's healthy development and growth.
- Preschool children in low-quality child care have lower academic achievement in elementary school.
- 82% of working parents report missing work, arriving late to work, leaving work early, or using work time to deal with problems related to child care.ⁱⁱ

Initiatives / Catalysts for Change

HSD provides leadership on a variety of initiatives designed to improve and, when necessary, facilitate policy and programmatic changes in systems that support children, youth and families. These initiatives typically respond to critical system equity issues such as racial disproportionality, access to affordable services, and capacity building within marginalized communities. HSD currently is leading three such initiatives:

- **The Immigrant and Refugee Mutual Assistance Association Capacity Building Initiative** is a collaboration between HSD, the Paul Allen Foundation and the Refugee Federation Service Center. The initiative is designed to improve the capacity of small immigrant and refugee community based organizations to serve and represent their communities in the delivery of human services and participation in civic life. These programs are

consistent with Goal #4 of the *Children and Youth Policy Framework*, to create strong communities and neighborhoods that support the healthy development of children, youth and families.

- **The Northwest Finance Circle (NWFC)** is a countywide collaboration that endeavors to create diverse sources of ongoing funding for high quality child care and out-of-school time care. The NWFC is consistent with Goal # 1 of the *Children and Youth Policy Framework*, to improve support for school readiness and academic success.
- **Reinvesting In Youth (RIY)** is a countywide juvenile justice reform effort that strives to reinvest funding from expensive, ineffective, institutional programming into cost-effective, community based alternatives, and with the savings, ultimately expand the availability of funding for prevention and early intervention efforts. RIY focuses on improving the capacity of community-based organizations to reduce the disproportionate representation of youth of color in the juvenile justice system. Through RIY, we will create effective community alternatives to incarceration and reduce disproportionality. RIY is consistent with Goal # 3 of the *Children and Youth Policy Framework*, to provide a safe, secure environment and activities for children, youth and families.

Future Work

HSD will continue to invest in the development of healthy children, youth and families. We will work to further align programs with research proven best practices, and ensure that these programs are targeted to the low-income and communities of color that are most in need of services. We will ensure the efficacy of these programs through an assertive approach to quality assurance that emphasizes regular monitoring of program performance and outcomes, technical assistance, and formal program evaluation.

The Department will create additional resources for these programs by utilizing City investments to leverage other public and private dollars. Collaboration and coordination are important to the future of our work. The Department will implement the Mayor's *Children and Youth Strategy* and *Communities that Care* with other City departments and private and public funders to create a coordinated regional plan for supporting children, youth and families.

GOAL 3: A SAFE HAVEN FROM ALL FORMS OF VIOLENCE AND ABUSE

The Domestic and Sexual Violence Prevention Office (DSVPO) provides leadership and coordination across City departments through education and training, coordination of policies and procedures, and ongoing assessment of the City's response to violence. The goals are to improve victim safety and hold offenders accountable.

We take a systems approach; fostering coordination, collaboration, and partnerships; building on and enhancing existing efforts; and incorporating current research and best practices. The Department provides systems analysis and planning, resource development, contract administration for City-funded services, grants management and evaluation, and special project development and administration. In addition, we participate in research efforts and staff the operation of the City's domestic violence policy body, *the Domestic Violence Council*. Through the *Domestic Violence Council*, we work to develop improved approaches, examine best practices, propose new policies, and promote overall collaboration between departments in the work to end intimate partner violence.

Key Strategies

- **Organize the City and communities to work against domestic violence**
- **Educate and train residents, providers and City personnel** on domestic violence and abuse prevention and intervention
- **Fund programs to assist victims and survivors of abuse.** This includes funding a network of providers who offer culturally specific services that improve access and increase service effectiveness. Services include:
 - Victim assistance to increase the ability of people to cope with the effects of violence / abuse, meet their safety needs and obtain legal assistance
 - Shelter to meet the immediate housing needs of victims of abuse
 - Programs to engage youth and other community members to prevent and intervene in violence

Community Indicators

- Decrease violence against women and children¹

¹ This indicator is difficult to measure. We know that violence against women is under-reported. In addition, reports of violence may actually increase through the department's work to increase domestic violence awareness and develop policies to hold offenders accountable.

- Decrease violence and neglect against elders and people with disabilities.

Community Findings

- **Domestic Violence in Seattle** – The Seattle Police Department received more than 12,000 domestic violence 911 calls in 2002.ⁱⁱⁱ Since violent crimes against women and children often go unreported, the actual number of abuse cases is much higher. Drawing from national prevalence studies, we estimate that as many as 48,000 incidents of violence against a current or former spouse, boyfriend or girlfriend occur in Seattle each year.^{iv} Seattle has the highest reported rate of domestic violence in King County.
- **Costs of Domestic Violence** – Domestic violence is costly. In a national research report, the Center for Disease Control estimated that each year, \$5.8 billion of health-related costs and \$727.8 million of lost employee productivity are associated with intimate partner violence.^v In addition, almost 50% of the women who receive *Temporary Assistance to Needy Families* cite domestic violence as a factor in their need for assistance.^{vi} Female-headed households are six times poorer than male-headed households.^{vii}
- **Homelessness and Domestic Violence** – Domestic violence is the primary cause of homelessness for women and children.^{viii}
- **Gender** - Ninety to 95% of domestic violence victims are women^{ix} and as many as 95% of domestic violence perpetrators are male.^x
- **Children** – Forty to 60% of men who abuse women also abuse children, and each year an estimated 3.3 million children nationwide are exposed to violence by family members against their mothers or female caregivers.^{xi}

Initiatives / Catalysts for Change

These initiatives focus on changing systems and organizing communities to more effectively prevent and respond to victims of violence.

- ***Institutional Capacity Building Projects***

The Department conducts ongoing efforts to build effective, appropriate, institutional local government responses to violence against women in the areas of policies, leadership, procedures, training and education, and assessment. These are examples of projects building institutional capacity:

- **Firearms Forfeiture Project** is a planning and implementation effort in the Municipal Court and the King County Sheriff's Office to address the statutory requirement to remove firearms from convicted batterers in misdemeanor cases.
- **Citywide Domestic Violence Training** is a project to train city employees about domestic violence and establish the City as a model employer for its work to eliminate the tolerance of domestic violence in the workplace.

- **Intensive Supervision Domestic Violence Probation Counselor** is a position that will strengthen the misdemeanor domestic violence probation response and enhance victim safety and offender accountability.
- **Community Capacity Building Projects**
HSD supports community capacity building initiatives in ethnic and hard to reach populations. These efforts include training bilingual community members as natural helpers who can respond to violence against women in their communities, forming community action teams to serve as contact points within the community, and using a community organizing model to focus on people with disabilities, African Americans, and teens. Culturally and linguistically relevant community education efforts teach community members about what constitutes and causes abuse, the effects of verbal and emotional abuse, the effects of domestic violence on children and how to talk to survivors, identify warning signs and help survivors stay safe.
 - **Multilingual Access Project** is a collaborative planning process designed to create a comprehensive, culturally and linguistically competent plan to ensure that immigrant, refugee and non-English speaking victims of domestic and sexual violence in the greater Seattle area have greater access to intervention and prevention services.

Future Work

The Department is conducting a *Domestic Violence Assessment* which examines current responses to domestic violence and will create a baseline for year one of the second *DV Strategic Prevention Plan* for the city.

GOAL 4: HEALTH CARE TO BE AS PHYSICALLY AND MENTALLY FIT AS POSSIBLE

The Department plays a unique role in helping seniors and adults with disabilities maintain independence, economic stability and community connections.

Examples of recent achievements include the creation of a system for regional senior services with a single point of access, innovations such as the Gold Card to improve access to multiple services, and influencing transportation systems and housing development to address the needs of elders and adults with disabilities.

For the past 30 years, HSD's Aging and Disabilities Division has been the designated *Area Agency on Aging* for the Seattle-King County region. In this capacity, the Department contracts for services, as well as directly serves the Seattle-King County region. Programs enhance the health, socialization and stability of vulnerable elders and adults with disabilities to maximize the quality of their lives and independence in the community.

Although the Department's work within this goal focuses on seniors and adults with disabilities, the Family and Youth Services Division also funds youth and family programs to promote health within the homeless youth population and to reduce youth dependency on alcohol / drugs.

Key Strategies

- **Promote independence and enhance quality of life and choice for elders** and people with disabilities through a network of community supports. Programs include:
 - Case management, in-home care and information and assistance to ensure that isolated elders and people with disabilities receive the services they need to remain in the community and maintain the highest quality of life possible
 - Health promotion programs that reduce chronic illness, improve mental health and lead to independence
 - Caregiver training and supports for unpaid family caregivers to elders and people with disabilities to ensure that they lead and maintain the highest quality life in the community
- **Increase the health of youth at risk or in crisis** through youth counseling and health awareness programs

Community Indicators

- Increased percentage of people age 65 years and older have good health and quality of life.

Community Findings

- **Seattle's Aging Population**— Twelve percent of Seattle's population are 65 years of age or older – Seattle is fourth in the nation for concentration of people in this age bracket.^{xii} Nearly one quarter of Seattle's households are home to someone over the age of 65. The population of older adults in King County is expected to grow by 40% between 1990 and 2010, to over 313,000.^{xiii}
- **Need for Care Giver Support**— Last year, 7,136 family caregivers contacted the caregiver information and assistance lines for support.^{xiv} More than 1,800 family caregivers received in-depth assistance in King County. More people are requiring care, while the number of available caregivers is decreasing. Seniors in Seattle are more likely to live on their own than those in the surrounding region, Washington State, and the United States.
- **Health Disparities Across Ethnic Groups**— High incidences of illness and death due to diabetes and heart disease persist for African Americans, Hispanics, American Indians, Alaska Native and Asian/Pacific Islanders who are 65 and older, despite improvements in the overall health of people living in the U.S.^{xv} Older people of color are more likely to be poor, malnourished, less educated and in worse health than older White people.^{xvi}
- **Seattle's Disabled Populations**— Thirty percent of Seattle residents report some type of disability, including sensory, physical, mental, and self-care disabilities. Individuals between the ages of 16 and 64 account for 65% of all reported disabilities. The rate of growth in disabling conditions for younger adults is increasing.^{xvii}

Initiatives / Catalysts for Change

In addition to direct and contracted services, the *Area Agency on Aging* also engages in systems change efforts that have lasting impacts on systems that support elders and people with disabilities. Examples of this work include:

- ***Reducing Health Disparity among Racial and Ethnic Groups:*** *The Department's* Division on Aging and Disabilities Services has made deliberate funding decisions to provide outreach and case management activities to reduce the health disparities that persist among racial and ethnic groups and to fund programs that modify risk factors associated with chronic disease and depression. To help clients bring diabetes under

control, the Department has worked with the University of Washington and Public Health of Seattle-King County to enhance service provision through diabetes assessment and case management protocols that ensure identified elders engage in exercise, proper diet and medication management.

- **Advocacy:** The Department engages in advocacy efforts at the state level to improve the system of care for elders and people with disabilities. The Department recently worked with groups statewide to increase the wages of long-term care workers by \$1 an hour, which supports both the quality of care for elders and addresses social justice issues. Long-term care workers, often women and/or people of color, historically have not earned a living wage.

Future Work

The Department will work to ensure that the Seattle-King County region is an “Elder-Friendly Community,” one that provides elders’ basic needs of food, shelter and safety; promotes health, social connections and systems that support access to services; and furthers civic engagement that can make aging issues a community-wide priority.

GOAL 5: EDUCATION AND JOB SKILLS TO LEAD AN INDEPENDENT LIFE

Education and job skills are critical to building a path to individuals' long-term success and to the economic vitality of the City. The Department directly operates three successful programs: *Youth Employment*, *Upward Bound* and *Senior Community Service Employment*. We focus on services that support academic success, work skills for the present and economic success in the future. These services are critical for disenfranchised youth and seniors to succeed in the work force. Local funding leverages more than \$1.6 million of federal funding to support the majority of these programs.

Key Strategies

- **Increase academic and work based skills** and reduce racial disproportionality in youth educational outcomes through youth employment and career exploration programs
- **Strengthen the economic self-sufficiency** of adults over 55 years of age through job search, counseling and referral services

Community Indicators

- Increased living wages that enable seniors to become economically self-sufficient
- Increased academic achievement for youth, especially low income and youth of color, enabling them to move closer to realizing economic self-sufficiency

Community Findings

- **Seattle and Economic Well-Being^{xviii}**: In Seattle 25% of adults do not earn a living wage. In addition, more than 41% of Seattle renters in 1999 paid 30% or more of their income for housing. People who pay a higher percentage of their income for housing have little left for other necessities to support themselves and/or their families.
- **Poverty and Racial/Ethnic Disparities**— Seattle School District data show that 23% of Native American, 18% of African American, and 16% of Latino students drop out of school compared to only 10% of white students. This disparity closely corresponds to Seattle's poverty rates: 23% of African American, 29% of Native American, 16.5% of Asian/Pacific Islander American, and 21% of Latino residents are living below the federal poverty level compared to only 8.5% of White residents.

- Demographic shifts may lead to a worker shortage by 2015. Many mature workers are finding themselves back in the labor market to obtain health insurance and needed income due to no – or inadequate – pensions, as well as to seek socialization with peers. Up to 77 million baby boomers, born between 1946-1964, will continue working well into their 60s and 70s.

Initiatives / Catalyst for Change

- **Mature Workers Alliance:** The Department's *Employment Resource Center* is a driving force and major partner in the *Mature Worker Alliance of Puget Sound*, a newly created alliance with the Department of Labor, Washington State Work Source, Social Services of King County, and others to assist mature workers find employment.
- **Seattle in School Youth Employment Consortium:** The *Seattle Youth Employment Program* is the lead agency for the newly created *Seattle In-School Youth Employment Consortium*. Under HSD's leadership, the program has shifted to provide year-round employment services (previously only summertime and limited year-round internships), engaged more community partners that resulted in more private-sector job opportunities, and focused policy goals on high-school completion and entry into post-secondary educational institutions.

Future Work

Future directions for these programs include a continued effort to expand program capacity from private foundations, and continued refinement of youth employment services. Service linkages will be enhanced between youth employment – with a significant educational component – and a year-round case management model. Senior employment program staff will continue developing collaborative efforts with a long-term goal of creating a regional approach to fostering 55+ employment programs with partnerships in private industry.

GOAL 6: EQUAL ACCESS TO HIGH QUALITY, CULTURALLY COMPETENT SERVICES

The Human Service Department has a strong history of leading and supporting work to change systems that adversely affect low income people and people of color. Systems change, advocacy, capacity building, and innovations in service delivery are critical to provide quality needed services and reduce poverty in our communities. Systems change and human service system supports cut across multiple goals and help to establish sound public policies, strong agencies, effective and efficient service delivery systems and improved access to direct services.

Key Strategies

- Improve access to services needed to foster improved educational outcomes, job skills, strong family relations, and health
- Fund programs and services that demonstrate sustained progress in improving service quality and efficiency
- Fund services that demonstrate measurable progress toward the adoption and implementation of county, regional, state and federal human services policies consistent with the City of Seattle's legislative agenda
- Increase community based agency capacity to improve their environment for service delivery through construction financing and remodeling projects

Community Findings

Stakeholder groups – clients, providers, neighborhoods and community leaders – voiced strong themes through the *Strategic Investment Plan* community involvement process:

- **Access to Information and Services**– People want and need information and coordinated service delivery systems that help neighbors and providers share information about programs across service systems and provide easy community access points for clients to learn about and receive needed services.
- **Culturally relevant services**– A need exists for both culturally relevant community outreach and access, and for culturally relevant providers and services. Data previously described also noted this finding.
- **Advocacy**– Emphasis was placed on public policies that benefit low-income community members, especially given current public policy trends and economic factors that concurrently increase the need for services and decrease their funding.

Initiatives/Catalysts for Change

The Department's initiatives and programs focused on systems improvements cut across all of our community goals.

- **Undoing Institutional Racism Initiative (UIR)** is a multicultural, multiracial effort that seeks to undo racism by identifying and addressing institutional practices and policies that afford privilege to white people over people of color. As City employees, members of HSD's staff tackle racism within our own department. This requires ongoing analysis of practices, personnel, programs, planning and implementation.
- **Help For Working Families (HFWF)** is a service delivery initiative that provides comprehensive access to multiple public benefits, including low-cost health insurance, child care subsidies, basic food programs, utility rate assistance and the *Earned Income Tax Credit*. HFWF reaches people where they live, work and go for help and increases economic security for many families and individuals. HSD is building information technology components into the *Help for Working Families* initiative that will ease access to a comprehensive set of programs that increase the likelihood for low income working families to achieve economic stability. By linking low-income parents and children to health, utility assistance and other basic needs, HFWF supports Goal #2 of the *Children and Youth Strategy*.
- **Community Facilities Loan Program** provides construction and remodeling financing to agencies to improve their service delivery environments. Improving the facilities of non-profit agencies results in benefits for clients, the agency, and the broader social services systems. Agencies can serve more clients, and clients feel valued and respected. A recent study^{xix} indicated that improved facilities positively affect the attitudes of clients seeking services. The agencies themselves gain an increased sense of legitimacy, pride, and status with a renewed facility, and staff morale is positively affected. Perhaps more importantly, in the eyes of the broader community, the agencies are recognized as professional places that are maintained and updated, as opposed to being ad hoc and makeshift. As the Loan Program evolves over the next few years, the Department is researching and developing ways to make our financing more accessible to smaller agencies and those targeting refugee and immigrant clients. We will experience our greatest impact on the capacity (both physical and organizational) as we help these grassroots agencies become established in the community.

Future Work

The Department will continue to work to establish and strengthen support systems that are accessible, culturally relevant, and that address disproportionality. Systems change and human systems supports are critical to ensure that we have the internal policies and programs to affect change and that community based efforts have the infrastructure and capacity to deliver high quality services.

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- ⁱⁱ Project Lift Off, 2000
- ⁱⁱⁱ Seattle Police Department
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- ^{vi} Homebase, *Infusing Humanity into Welfare Reform: A Statement of Principles for a New Social Compact*, 1995, "Welfare Reform: No Reform and No Reality," CLWC News, Summer 1995, California Women's Law Center, Raphael, Jody, *Welfare Women, Violent Men*, The Christian Science Monitor, April 20, 1995
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- ^{viii} The United States Conference of Mayors, A Status Report on Hunger and Homelessness in America's Cities: December 1999
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- ^x A Report of the Violence Against Women Research Strategic Planning Workshop sponsored by the National Institute of Justice in cooperation with the U.S. Department of Health and Human Services, 1995
- ^{xi} American Psychological Association, Violence and the Family: Report of the American Psychological Association Presidential Task Force on Violence and the Family . 1996
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